

CABINET MEETING: 21 SEPTEMBER 2017

ACTIVE TRAVEL INTEGRATED NETWORK MAP

**STRATEGIC PLANNING AND TRANSPORT (COUNCILLOR
CARO WILD)**

AGENDA ITEM:10

DIRECTOR CITY OPERATIONS

Reason for this Report

1. This report is to enable Cabinet Members to consider the Active Travel Integrated Network Map (INM) and seeks Cabinet approval to submit the INM to Welsh Government for approval, as required by the Active Travel (Wales) Act 2013. The engagement and consultation plan for the Draft INM was approved by Cabinet on 15th December 2016.
2. The Active Travel (Wales) Act 2013 places a requirement on local authorities in Wales to plan active travel routes and demonstrate continuous improvement in local routes and facilities for active travel. The mechanism through which local authorities are required to plan their active travel routes is the Existing Route Map (ERM) and Integrated Network Map (INM).
3. The ERM sets out existing active travel routes which have been audited using the Audit Tool in the Welsh Government Active Travel Design Guide and have achieved an audit score of 70% or above. This use of the Audit Tool is a prescribed requirement of Welsh Government.
4. The first ERM for Cardiff was submitted to Welsh Government and approved in April 2016 following stakeholder engagement and a 12 week period of public consultation.
5. The INM which is the subject of this report, sets out the plans of the local authority to develop or improve active travel routes over the next 15 years. It includes short to medium term schemes (within the next 5 years) which are clearly defined and have a clear intention for delivery subject to funding, and longer term schemes which are more aspirational and speculative and as such are less clearly defined.
6. The first INM and a reviewed ERM must be submitted to Welsh Government for approval by 3rd November 2017. Following this submission, the ERM and INM must be reviewed and resubmitted every 3 years.

7. The INM comprises a network map for walking and a network map for cycling. The routes forming part of the approved ERM are featured within the INM maps for walking and cycling. The Integrated Network Map for Walking is provided at Appendix 1 and is accompanied by a schedule of schemes at Appendix 2. The Integrated Network Map for Cycling is provided at Appendix 3 and a schedule of schemes at Appendix 4. For completeness, the Integrated Network Map Consultation Report is also provided at Appendix 5. An Equality Impact Assessment of the INM has been carried out. This is provided as Appendix 8.
8. The INM is the product of an extensive technical process over a two-year period. It sets out an ambitious and comprehensive programme of improvements based on robust consultation and detailed technical analysis. The INM is subject to ongoing review and the Welsh Government guidance requires an updated version of the INM to be submitted to the Welsh Government for approval at least every three years. This offers scope for the routes, schemes and priorities featured in the INM to be reviewed and for new schemes and priorities which emerge under the new Council administration to be incorporated within future updates.
9. This report sets out the methodology used in developing the INM and the results of the statutory 12 week period of public consultation undertaken earlier in 2017.

Background

10. Improving Cardiff's sustainable transport system is key priority for the Council. Indeed, the Cardiff Local Development Plan sets a target of 50% of all daily journeys in the city to be made by walking, cycling and public transport, by 2026. Achieving this target requires investment in infrastructure to make sustainable modes of travel an attractive alternative to single occupancy car use.
11. A high proportion of daily journeys in Cardiff are short and local and could be made by walking and cycling with the right the infrastructure in place. Recognising this potential, the Council's *Capital Ambition* report commits to placing "*active travel at the heart of planning, transport and highway policy*" through:
 - i. The delivery of the new Cardiff Cycling Strategy which seeks to double cycling journeys by 2026;
 - ii. The phased implementation of new Cycle Super Highways;
 - iii. Upgrading popular routes including the Taff Trail, Bay Loop and Castle Street;
 - iv. Delivering the most appropriate Cycle Hire model for Cardiff
 - v. Designing safer routes to our schools and around communities;
 - vi. Ensuring every school has an active travel plan for cycling and walking; and,

- vii. Rolling out more 20mph and pedestrian-friendly zones across the city to make streets safer and calmer
- 12. Delivery of these commitments will greatly assist in reducing congestion, supporting modal shift and making a major contribution to public health by encouraging active lifestyles, tackling obesity and improving local air quality. Crucially, they will also support the Council's delivery of its statutory obligations under the Active Travel (Wales) Act 2013.
- 13. The Act is supported by the Statutory Guidance for the Delivery of the Active Travel (Wales) Act 2013. This defines "active travel" as "walking and cycling as an alternative means to motorised transport for the purpose of making everyday journeys". The definition of "walking" includes people who use wheelchairs and other mobility aids.
- 14. In addition to the Statutory Guidance for the Delivery of the Active Travel (Wales) Act 2013, the Design Guidance Active Travel (Wales) Act 2013 sets out the requirements which each local authority has to meet in order to fulfil its statutory obligations under the Act, including a rigorous technical process to identify active travel routes, assess their condition and identify appropriate improvements. This process is undertaken through the production of the ERM and INM.
- 15. Although the transport and health benefits of walking and cycling are similar, pedestrians and cyclists have different needs and different levels of existing provision within Cardiff. Therefore, the approach taken to developing the ERM and the INM in Cardiff is to develop two separate sets of maps for each user group with a different methodology to route identification, closely following the Welsh Government Guidance.

Existing Route Map

- 16. The timetable for preparation of the first ERM and INM was set in such a way that only three months elapsed between the submission of the ERM to Welsh Government and the start of work to develop the INM. The condition of the active travel network did not change significantly within that time period. Therefore, no changes have been made to the ERM which was approved in 2016. A revised ERM will be submitted with the next INM submission in 2020.
- 17. Recent and ongoing works which have been undertaken to improve active travel routes in Ely and Caerau (Western Corridor Active Travel), Llanrumney, Rumney and Trowbridge (Eastern Corridor Active Travel) and Splott (Safe Routes in Communities) are not shown on the ERM or INM at present. In order to meet the timetable for public consultation necessary to ensure compliance with Welsh Government's deadline for submission of the INM, route audits to compile the Draft INM were undertaken in spring 2016. These routes were not sufficiently complete to be audited at this time and will be assessed for inclusion in the ERM submission in 2020.

Integrated Network Map for Walking

18. In order to identify routes to be improved through the INM in the short term (next 5 years), networks of local routes to key local destinations were identified covering areas where there are known pedestrian safety problems already investigated by the Council through the rolling programme of Area Study investigations and appear, therefore, as prioritised schemes on the Transport Projects Future Programme. This ensures that the INM is fully integrated with the existing Council processes for addressing high priority pedestrian safety requirements in order to make the most effective use of scarce resources and ensure that the most important safety issues are addressed through the prioritisation of schemes in the INM. To reiterate, this approach is supported by the Statutory Guidance for the Delivery of the Active Travel (Wales) Act 2013 that sets out the requirement to align the INM with existing Council plans in avoid any duplication of work.
19. A schedule of schemes has therefore been developed for the pedestrian networks identified, taking into account:
 - Pedestrian safety improvement schemes within the Transport Projects Future Programme
 - School Safety Improvement schemes
 - Improvements identified using the Route Audit Tool (predominantly footway resurfacing and implementation of dropped kerbs and/or tactile paving)
 - Improvements scheduled to be delivered through other Council programmes and identified through internal consultation with Council Officers.
20. The programme of schemes to develop the pedestrian networks is complemented by a further schedule of schemes to be delivered in the medium to long term, including the remaining schemes on the Transport Projects Future Programme and School Safety Improvement schemes. These schemes will be included within the INM submission as the basis for future new and existing walking routes which will be identified and audited using the Welsh Government Audit Tool for future INM submissions.
21. Finally, the City Centre and Bay Trail have also been included in the INM as strategically important walking routes to be further developed. The identification of improvements to these routes will be undertaken prior to the next INM submission in 2020.

Integrated Network Map for Cycling

22. In contrast to the network of existing walking routes, the existing provision for cycling in Cardiff is fragmented and incomplete. Indeed, the majority of cycle routes audited as part of the work to produce the ERM did not meet the minimum standards required by the Welsh Government Audit Tool.

23. Cycling routes which were audited as part of the ERM development work were identified from the following sources:
- Existing off road routes (e.g. Taff Trail)
 - Existing signed on-road routes (e.g. route from Sophia Gardens to Victoria Park)
 - Routes developed through the Council's programme to deliver routes set out in the Enfys Strategic Cycle Network Plan, connecting communities with the highest propensity to cycle to key destinations
 - Routes identified by cycling stakeholders as existing routes
24. All routes which were considered for the ERM have been included in the scope for the INM. In order to create a comprehensive aspirational future network of routes which will connect communities to destinations across the city, further routes were also identified for inclusion in the INM from the following sources for completeness:
- Routes identified in the Strategic Cycle Network Plan which have yet to be developed
 - Schemes set out in the Cardiff Local Transport Plan.
 - Routes which have been identified through the investigation of cycling issues raised by members of the public on an ongoing basis
 - Routes identified through a spatial gap analysis to complete missing links, including access to strategic development sites and cross city routes.
25. Furthermore, a schedule of schemes has also been developed to improve the routes shown on the Integrated Network Map, taking into account:
- Improvements set out in the Local Transport Plan which meet Welsh Government Active Travel Design Guide minimum standards
 - Improvements identified through the route audit process to improve the cohesion, directness, safety, comfort and attractiveness of the routes and ensure that the minimum standards set out in the Audit Tool would be met
 - Improvements within the programme of minor network improvements, identified following investigation of cycling issues raised by members of the public on an ongoing basis
 - Improvements scheduled to be delivered through other Council programmes and identified through internal consultation with Council Officers.

Cycle Superhighways/Primary Routes

26. Two Cycle Superhighways (Primary Routes) have also been identified as part of the Integrated Network Map which connect LDP strategic development sites and existing communities to major destinations including the City Centre and the Bay. The schedule of schemes

proposed for the Superhighways is intended to deliver a 'step change' in provision for cycling by providing facilities suitable for cyclists of all ages and abilities in line with the aspirations of the emerging Cardiff Cycling Strategy.

27. The two Cycle Superhighways identified in the INM have been prioritised for short term delivery during the five-year period between 2017/18 and 2021/22, as indicated in paragraph 28, below. Other routes are also being considered.

Prioritisation

28. The Active Travel Act guidance requires schemes to be prioritised into short term, medium term, and long term/aspirational. The schemes within the INM have been prioritised as follows:

- Short term (2017/18 – 2021/22)
 - Schemes already in progress
 - Pedestrian Networks defined in the INM
 - Cycle Superhighways (Primary Routes)
 - High priority ranked schools
 - Low cost quick wins
- Medium term (2022/23 – 2026/27)
 - Clearly defined cycling schemes that are not short term priority
 - Medium priority ranked schools
 - Medium priority ranked road safety schemes
- Long term (2027/28 and beyond)
 - Aspirational routes where schemes are not yet clearly defined
 - Schools where schemes are not yet clearly defined

29. Wherever feasible, the Council will seek to align the delivery of new walking and cycling infrastructure schemes with essential works to renew the highways asset. This will ensure that the Council is making best use of its capital budgets by combining works to deliver key strategic projects with works to improve the long term resilience of the highway asset.

Local Member consultation

30. Local Member consultation on the INM was undertaken in November 2016 where briefing notes were circulated to Ward Members highlighting proposed active travel schemes within their own wards. The responses received from Members have been considered in detail.
31. The INM was presented to the Environmental Scrutiny Committee on 10th January 2017. The response from the Environmental Scrutiny Committee is set out in Appendix 5 and the response from the Cabinet Member in Appendix 6.

Public consultation

32. Full public consultation was undertaken for a 12 week period from 3rd January 2017 to 28th March 2017, including an online consultation publicised through press release, social media and direct contact with individuals and organisations who had requested to be consulted, consultation activities in schools, meetings with stakeholder groups and public consultation events.
33. The Council received 123 written responses by email and post and 41 written responses were received by individuals attending public consultation events. The majority of comments received on specific schemes related to cycling routes:
 - 380 on secondary routes
 - 243 on east-west primary routes
 - 184 on north-south primary routes
 - 79 on walking schemes
34. Respondents were generally supportive of the proposed Cycle Superhighway Route proposals and proposals for segregated routes. Many respondents highlighted existing problems with the existing active travel network and suggested improvements to scheme proposals.
35. The Integrated Network Map Consultation Report (Appendix 7) sets out the results of the public consultation, including a schedule of amendments made to the INM as a result of consultation feedback.

Future Review of INM

36. As referred to in paragraph 13, above, the Active Travel Act Delivery Guidance requires local authorities to resubmit an updated INM to the Welsh Ministers for approval every three years (along with an updated ERM). The INM would be reviewed prior to its re-submission. This process would include a review of progress with developing the routes and schemes featured in the INM. It also presents an opportunity to review the routes and schemes featured within the INM and their prioritisation.
37. The Active Travel Act Delivery Guidance states that local authorities can update and publish versions of the existing routes maps and the integrated network maps more regularly. The INM will be reviewed within the next 12 months alongside the emerging Cardiff Cycling Strategy to ensure that both documents are aligned. This will include consideration of additional measures to improve the basic network of local streets to ensure further provision is made for cyclists of all ages and abilities to connect to the proposed network of superhighways and secondary routes as set out in the 2017 INM.
38. During the three-year lifetime of the INM, it is possible that opportunities for new walking and cycling schemes are identified. Through the INM review and update process, it will be possible to incorporate such

schemes within the updated version of the INM. However, the fact that such a scheme may not appear on the current approved INM would not prevent the Council from delivering the scheme sooner, if there were compelling reasons to make it a priority and funding was available.

Reason for Recommendations

39. Cabinet approval is required to submit the Integrated Network Map to Welsh Government for approval.

Financial Implications

40. There are no direct financial implications arising from the submission of the Integrated Network Map to the Welsh Government. Appropriate funding will need to be identified before the individual schemes included in the IMN can proceed.

Legal Implications

41. The report seeks approval of the Active Integrated Network Map and approval for the submission of the Integrated Network Map to Welsh Government. Paragraph 2 of the body of the report sets out the requirement for Cardiff Council to consider active travel routes and demonstrate continuous improvement in delivery of active travel. The Active Travel (Wales) Act 2013 places a duty on Cardiff Council to prepare an integrated network map and submit it to the Welsh Ministers for approval. Welsh Government have produced detailed guidance on the delivery of Active travel plans and Legal Services are instructed that the requirements as set out in the legislation and accompanying guidance have been considered.
42. In general consultation and engagement must (a) be carried out when the proposal is at a formative stage (b) consultees must be given sufficient information to understand the project and to respond (c) consultees must be given sufficient time to respond and (d) responses must be conscientiously taken into account when finalising the relevant decision. There is a requirement that the consultation should last for a minimum of 12 weeks as recommended by Welsh Government guidance. The methodology used in developing the Integrated Network Map and outcome of the statutory public consultation are contained within the body of the report. Cardiff Council is required to submit evidence of the consultation that the Council has undertaken in producing the maps.
43. In considering whether to approve the integrated network maps the Welsh Government will take into account a number of factors, such as: -
i) whether appropriate consultation, in line with Welsh Government guidance, has been conducted;
ii) whether the routes and facilities shown on the map are in line with Welsh Government guidance and the Design Guidance (for example, that routes that are not to the design standard are noted as such and that

there has been appropriate network planning and destination planning);
and;
iii) whether the form of the map is in line with Welsh Government guidance.

44. In considering this matter, Cabinet must have regard to Cardiff Council's duties under the Equality Act 2010. Pursuant to these legal duties Cardiff Council must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a). Age, (b) Gender reassignment(c) Sex (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h) Sexual orientation (i) Religion or belief – including lack of belief.

The report identifies that an Equality Impact Assessment ("EIA") has been carried out, which EIA has been updated as the project has progressed. The EIA is attached as an Appendix 8. The purpose of the Equality Impact Assessment is to ensure that Cardiff Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. The Cabinet must have due regard to the Equality Impact Assessment in making its decision.

45. In addition due regard must be had for principles of the UN Convention on the Rights of the Child and the method by which Local authorities should use the Children and Young People's National Participation Standards for Wales to plan and deliver effective engagement with children and young people.
46. The proposal must be subject to any relevant health and safety assessment, and Section 17 of the Crime and Disorder Act 1998 also imposes a general duty on the City of Cardiff Council, when exercising its functions, to take account of community safety dimension, with a view to reduce local crime and disorder in its area.
47. In considering this matter, Cabinet must have regard to the Council's duties under the Wellbeing of Future Generations (Wales) Act 2015.

HR Implications

48. There are no HR implications for this report.

RECOMMENDATIONS

Cabinet is recommended to:

1. Approve the Active Integrated Network Map (taking into account the outcome of the public consultation exercise) and;

2. Authorise the submission of the Integrated Network Map to Welsh Government for approval, as set out in this report and appendices.

Andrew Gregory

DIRECTOR

15 September 2017

The following appendices are attached:

Appendix 1: Integrated Network Map for Walking

Appendix 2: Schedule of Schemes for Walking

Appendix 3: Integrated Network Map for Cycling

Appendix 4: Schedule of Schemes for Cycling

Appendix 5: Letter from Environmental Scrutiny Committee

Appendix 6: Cabinet Member response to Scrutiny Committee

Appendix 7: Integrated Network Map Consultation Report

Appendix 8: Equality Impact Assessment

The following background papers have been taken into account

Cardiff Integrated Network Map for Cycling (Arup)

Cardiff Strategic Cycle Network Plan 2011

Cardiff Local Transport Plan 2015-2020